Environment Canada

Environnement Canada

Program Evaluation Branch

Direction de l'évaluation des programmes

91-06661/

FEDERAL HERITAGE BUILDINGS REVIEW: A PROFILE

October 1990

FEDERAL HERITAGE BUILDINGS REVIEW

PROFILE

EVALUATION BRANCH
ENVIRONMENT CANADA

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ACRONYMS

AHB	Architectural History Branch
BRPM	Bureau of Real Property Management
CIHB	Canadian Inventory of Historic Building
DOE	Department of Environment
FHBRO	Federal Heritage Buildings Review Office
FHBRP	Federal Heritage Buildings Review Policy
HCP	Heritage Conservation Program
HRB	Historical Research Branch
NCC	National Capital Commission
NCR	National Capital Region

1.0 INTRODUCTION

Two studies related to Federal Heritage Building Review policy have raised issues that will not be fully addressed by either. The Federal Heritage Buildings Review Office has sought Evaluation Branch's support in elucidating these concerns as a basis for action.

1.1 The Treasury Board (TB) is reviewing administrative policies with a view to consolidating and streamlining in the context of Increased Ministerial Authority and Accountability (IMAA) requirements of departments.

The review includes the Policy on Heritage Conservation of Federal Buildings that is administered by the Federal Heritage Buildings Review Office (FHBRO), as set out in TB circular 1987-13. The policy seeks to promote conservation and continued use of Crown-owned heritage buildings consistent with long-term real property management principles. However, the general review by the TB is not yet complete.

The FHBRO is an interdepartmental advisory body located within the Department of Environment (DOE). It serves as the information-coordination body for matters relating to federal heritage properties, and assists custodial departments and agencies in implementing the policy.

1.2 A recent study commissioned by the Bureau of Real Property Management (BRPM) of the Treasury Board sought to gain an insight to the influence of government-wide initiatives (e.g. Heritage Policy) on real property management in custodial departments, and to develop a classification framework to describe influences on real property management. The results have proved inconclusive as the study was limited to the Heritage policy area in only two departments (Correctional Services, and Public Works).

1.3 During the course of the BRPM study and from discussions with custodial departments of heritage buildings, a number of administrative concerns related to the operations of the FHBRO have emerged. The FHBRO wishes to have those concerns addressed as early as possible.

Furthermore, neither initiative will meet Environment Canada's need to determine ways in which the FHBRO policy objectives can be met with minimal interference with the operations of departments and agencies.

In the light of these developments, the FHBRO has asked the Evaluation Branch to conduct a study that would clarify the issues and identify viable procedural options with regard to operations of

the office, with a view to providing broad, objective insights to the Heritage Buildings review process.

2.0 OBJECTIVES OF THE EVALUATION

2.1. To review the operations of the FHBRO (process);

2.2. To make recommendations that will lead to better approaches to designation and review of intervention of federally-owned real property of heritage significance.

The study aims at maximizing the effectiveness of the FHBRO in guiding custodial departments towards implementation of the Treasury Board policy. In that connection, and in attempting to satisfy the specific objectives stated above, the following considerations will be taken into account during the study:

a. the need to minimize burdens imposed by FHBRO policy on custodial departments and agencies;

b. verification of the degree of compatibility between the heritage policy and other policies and objectives (e.g. access to buildings for the disabled and economical provision of government accommodation);

c. consideration of public attitudes towards conservation of heritage buildings, in the light of present and anticipated socioeconomic, technological, and environmental conditions and policy thrusts.

d. the validity of FHBRO as a model for horizontal influence on government decisions on conservation and protection.

e. Consistency with other governmental environmental thrusts such as the Environmental Assessment Review Process.

3.0 THE FHBR PROFILE

3.1 MANDATE

The program derives its most recent mandate from TB Circular 1987-13, issued under Section 5 of the Financial Administration Act. Prior to this empowering document, the mandate was contained in a policy of Cabinet; 106-82 RD.

3.2 RATIONALE AND OBJECTIVES

The rationale of the Policy on Heritage Conservation of Federal Buildings is to protect the distinctive features that give such a property quality, style or exceptional character reflecting past traditions. This is in response to increasing public interest in and demand for heritage conservation.

The Policy aims to achieve the following main objectives:

- "establish the principles and procedures to encourage the conservation and continued use of heritage buildings under federal ownership;

- create mechanisms whereby heritage characteristics are identified and buildings designated as heritage buildings;

- ensure that an adequate review of alternatives occurs before any permanent damage is done to designated federal buildings; and

- direct departments and agencies having jurisdiction over designated federal buildings to observe special procedures when either alterations, disposal or demolition are proposed."[1]

3.3 RELATIONSHIP WITH OPERATIONS WITHIN AND OUTSIDE DOE

Under provisions of the current policy, the FHBR program is administered by the Department of Environment,and is implemented by all departments to conserve heritage character and to promote continued use of Crown-owned real property. The policy has no jurisdiction over Crown Corporations holdings.

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[1]. Federal Heritage Building Review Office, Management Seminar. November 1989, Toronto, Ontario.

3.4 RESOURCES

The exact amount of financial and personal resources utilized by the program is indeterminate at this time. The principal reason is that opinions vary as to how funds expended on the program are treated among the departments for refurbishing, maintenance, etc.

The following estimates reflect DOE support of FHBRO in terms of operating the Secretariat, providing membership on the FHBRO and providing functional support to the FHBRO and to custodial departments.

	O&M Costs ($,000)	Capital costs ($,000)	PYs (#)
Secretariat:			
1989-90	19.0	10.0	2.25
1990-91	19.0		2.5
Membership:			
1989-90			1.25
1990-91			1.30
Functional support:			
1989-90	138.4		13.75
1990-91	145.0		16.4

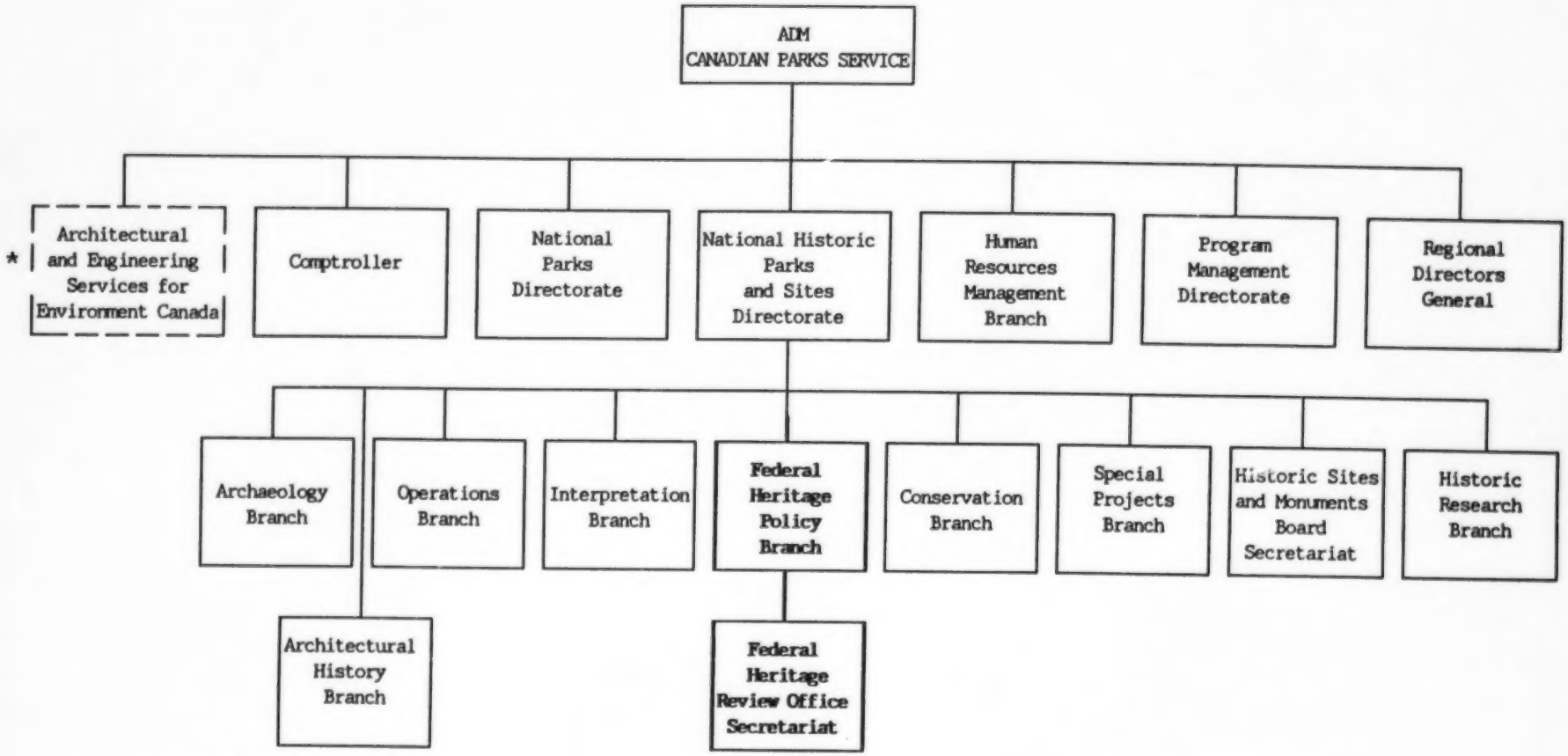
3.5 ORGANIZATIONAL STRUCTURE

The Federal Heritage building Review Office as depicted in the organizational chart (Exhibit 1.0), is located in the National Historic Parks and Sites Directorate of Canadian Park Service of Environment Canada. The Office draws upon necessary expertise from National Historic Parks and Sites. Public Works Canada dedicated Architectural and Engineering Unit. As an interdepartmental advisory body, FHBRO deals with horizontal issues related to heritage conservation of federal heritage real property.

3.6 LOGIC MODEL

The program logic model illustrates the program components and activities, and shows the linkage between activities, outputs, impacts and objectives. The model (Exhibit 2.0) demonstrates how the activities result in the achievement of the objectives.

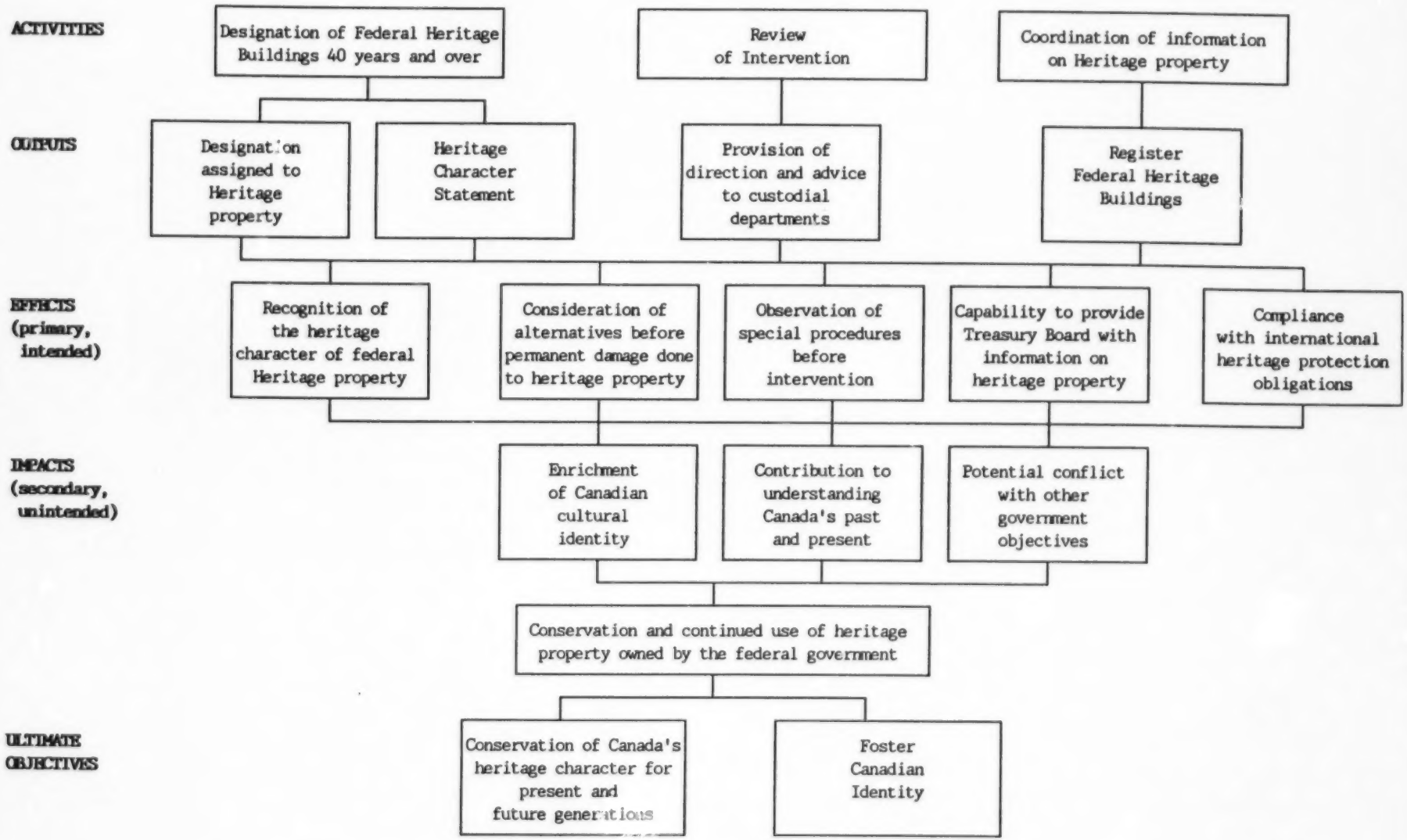
EXHIBIT : 1.0 **ORGANIZATION CHART**



* Section belongs to PWC.

EXHIBIT: 2.0

LOGIC MODEL FOR FHBRO


ACTIVITIES
Designation of Federal Heritage Buildings 40 years and over
Review of Intervention
Coordination of information on Heritage property
OUTPUTS
Designation assigned to Heritage property
Heritage Character Statement
Provision of direction and advice to custodial departments
Register Federal Heritage Buildings
EFFECTS (primary, intended)
Recognition of the heritage character of federal Heritage property
Consideration of alternatives before permanent damage done to heritage property
Observation of special procedures before intervention
Capability to provide Treasury Board with information on heritage property
Compliance with international heritage protection obligations
IMPACTS (secondary, unintended)
Enrichment of Canadian cultural identity
Contribution to understanding Canada's past and present
Potential conflict with other government objectives
Conservation and continued use of heritage property owned by the federal government
ULTIMATE OBJECTIVES
Conservation of Canada's heritage character for present and future generations
Foster Canadian Identity

3.7 ACTIVITIES

The Process model (Exhibit 3.0) depicts the Federal Heritage Buildings Review Process.

3.7.1 DESIGNATION OF HERITAGE BUILDINGS

The designation process consists of three steps: identification, evaluation and registration (Exhibit 4.0).
The Heritage Character Statement, which is a written summary of the evaluation, is used to link the Designation and Review of Intervention phases. It gives reasons for designation by specifying heritage characteristics, and provides initial guidance.

3.7.1.1 IDENTIFICATION

Under the Policy, it is the responsibility of federal departments and agencies to report to the FHBRO, potential heritage buildings, in order to ensure that their heritage values are considered as part of the management process.

The custodial department initiates the process by identifying buildings in its inventory for which alterations or disposal are planned, or which it proposes to acquire. The buildings are then submitted to the FHBRO for heritage evaluation. The submissions include building data as required on the FHBRO Preliminary Information Sheet, and other specified research.

Submissions should be made at least 12 months prior to planned alterations or disposals and, in the case of acquisitions as soon as acquisition is proposed.

3.7.1.2 EVALUATION

Evaluation provides an objective yardstick for building significance, against which the impact of proposed changes can be measured.

Evaluations are based on the research information contained in Building Reports relative to FHBRO evaluation criteria which address historical, architectural and environmental values.
The FHBRO makes the assessments.

Buildings that are determined as having a heritage character will be categorized as either Classified (the highest designation level) or Recognized (the next highest level).

FEDERAL HERITAGE BUILDINGS REVIEW PROCESS

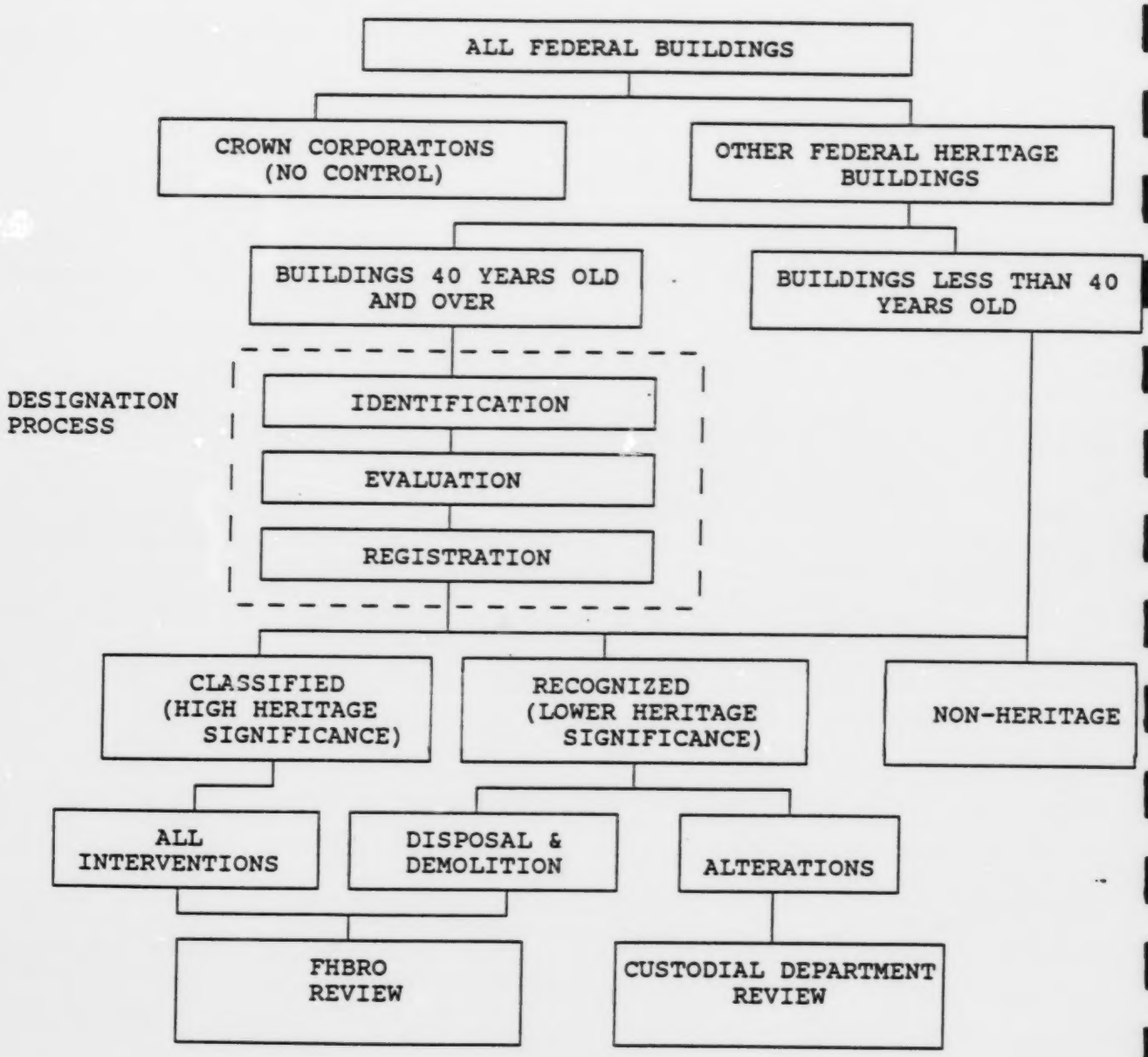


EXHIBIT 3.0

DESIGNATION PROCESS (ALL BUILDINGS)

GENERAL		ADMINISTRATIVE	
PHASE	PROCESS STEPS	PRODUCTS	RESPONSIBILITY
Identification	Initiation Property Research	Preliminary Information Sheet(P.I.S.) Building Report	Custodial Dept. Canadian Parks Service (EC)
Evaluation	Evaluate and Define Heritage Character Summarize Heritage Character Decision	Building Evaluation Report Heritage Character Statement Ministerial Signature	FHBRO A&ES (EC) Minister of the Environment
Registration →	Designation (of Significant Buildings) →	Register Federal Heritage Buildings (Data Base) Classified / Recognized / Other	Canadian Parks Service(EC)

SOURCE: FHBRO

EXHIBIT 4.0

3.7.1.3 REGISTRATION

The registration procedure provides a permanent record of those buildings which the evaluation process has designated. The registration process begins when the FHBRO forwards to custodial departments the recommended designation, accompanied, in the case of Classified and Recognized heritage buildings, by a Heritage Character Statement which explains the reasons for heritage designation. If there are no objections to the recommendations, the Minister of the Environment is asked to approve the recommended designations. Within the National Capital Region the FHBRO recommendations will be forwarded to the Minister after the concurrence of the National Capital Commission Chairman has been obtained.

3.7.2 HERITAGE CHARACTER STATEMENT

Heritage character refers to distinct marks, traits and features which give a building a quality, style or uniqueness representative of past traditions or which identify a building with the fabric and culture of the community.

After a property has been evaluated, the Office prepares a Heritage Character Statement, a tangible basis through which the evaluation process can be used to assess proposed work on buildings. It is a persuasive and clear statement which explains why a property has been designated and identifies its important elements.

The Heritage Character Statement consists of three sections:
- a summary of base information about the property, called "the tombstone data";
- a section explaining the "reasons for designation", based on the history, architecture and environment criteria;
- a description of the physical characteristics of the property which are important to the designation and, as appropriate, a discussion of the design implications for maintenance, and possible future alterations.

3.7.3 REGISTRY OF HERITAGE BUILDINGS

The FHBRO Secretariat maintains a Register of Federal Heritage Property which enables it to provide the Treasury Board with information upon request. This Register is supported by a data base maintained in the Architectural History Branch, National historic Parks and Sites Directorate, Canadian Parks Service.

3.8 INTERVENTION REVIEW PROCESS

The FHBRO conducts a review of interventions in order to assess the impact of planned changes or actions on the heritage character of properties.
An intervention is defined as any action which affects the heritage character of a Classified or Recognized property. They include alterations, additions, demolitions or disposal.

The process involves three phases: compilation of existing relevant charters and standards; compiling a set of criteria identifying the critical performance aspects of buildings and sites, against which the applicable principles may be tested; and a record of decisions.

3.8.1 GUIDING PRINCIPLES

There is a compilation of the most important principles and standards which includes international documents, such as the Venice Charter and the Florence Charter, documents in use by other national programs, the Secretary of the Interior's Standards (U.S.), and documents prepared in Canada such as the Appleton Charter. In addition, the FHBRO has prepared an annotated version of the Venice Charter.

The FHBRO has recognized and distributed these documents which now serve as standards against which interventions should be prepared and reviewed. The FHBRO has not developed its own charter yet.

3.8.2 INTERVENTION REVIEW CRITERIA

For each Review of Intervention the following points are examined, summed up and reported to the FHBRO:

- Is the proposed level of intervention appropriate and conducive to the protection and enhancement of the building given its current state?
- Is the proposed occupancy of the building suitable to the functional composition of the building?
- Is the proposed design sensitive to the existing/original architectural elements of the building?
- Are the existing finishes and decorative features protected by proposed elements?
- Are structural design modifications sympathetic to the existing structure?
- Are the proposed services and controls sensitive to the heritage character of the building and do they create long-term problems or imbalances?

3.8.3 RECORD OF DECISIONS

This system supplements the general reference standards with records of decisions produced by the FHBRO review process itself.

The FHBRO Secretariat communicates its decisions to the custodial departments with the aim of documenting the issues that were raised and the basis for the direction given by the Review Office.

3.8.4 PROCEDURE FOR CLASSIFIED BUILDINGS

For Classified properties, the Review of Intervention phase is the responsibility of the FHBRO (Exhibit 5.0). This phase consists of two steps:

- **Concept Review:** Custodial departments submit to the FHBRO any concept proposals involving alteration, demolition or disposal of classified buildings. The FHBRO reviews the proposal to determine the potential effect on the heritage character of the property. If there are potential effects, the proposal is considered an intervention and is subject to design review.

- **Design Review:** Custodial departments prepare and submit detailed design proposals before any contract is tendered. FHBRO analyzes these documents which are normally in the form of final working drawings and specifications. After reviewing the proposals, the Office makes its recommendations to the custodial department.

3.8.5 CONFLICT RESOLUTION: In the event that custodial departments do not agree with the FHBRO recommendations and subsequent negotiations between the Office and the departments fail, the Ministers concerned may be required to resolve the issue. In the NCR, all exterior interventions once reviewed by FHBRO, are approved by the NCC.

3.8.6 PROCEDURE FOR RECOGNIZED REAL PROPERTY

For Recognized properties, proposals involving demolition or disposal must be submitted to the FHBRO when such actions are first being considered. FHBRO will review the proposals to ensure that alternatives have been adequately explored, including salvaging option, in the case of demolition.
For all other interventions, the responsibility for both the concept and subsequent detailed design reviews rests with custodial departments who are required to use the same review criteria as those used by the FHBRO.(Exhibit 6.0 & 7.0)

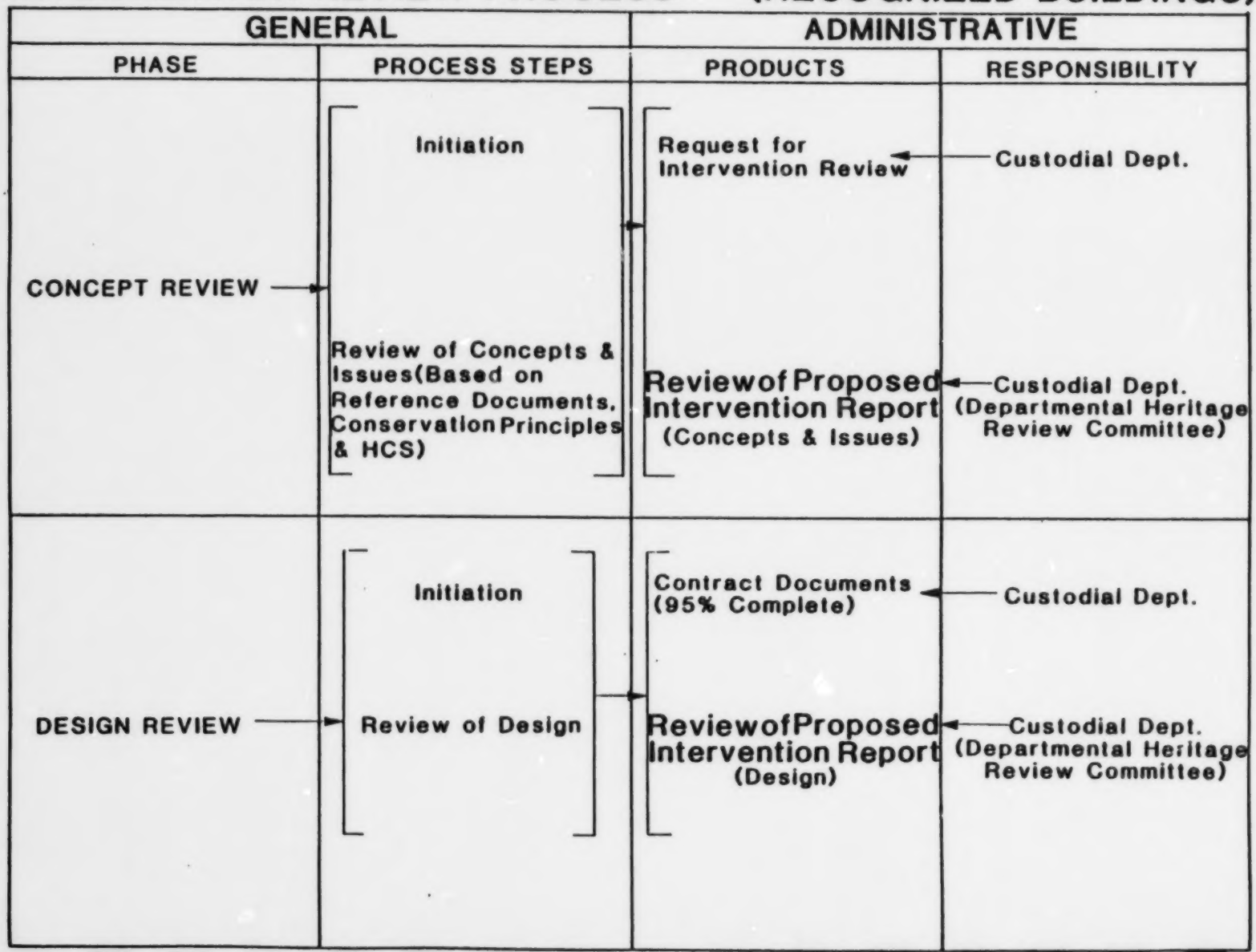
INTERVENTION REVIEW PROCESS (CLASSIFIED BUILDINGS)

GENERAL		ADMINISTRATIVE	
PHASE	PROCESS STEPS	PRODUCTS	RESPONSIBILITY
Concept Review	Initiation	Request for Intervention Review	Custodial Dept.
	Informal Review/ Concepts & Issues	Technical Advice (Verbal or Written)	A&ES(EC)
	Formal Review of Concepts & Issues (Based on Reference Documents, Conservation Principles & HCS)	Review of Proposed Intervention Report (Staff Report on Concepts & Issues)	A&ES(EC)
	Decision	Letter of Decision (Recommendations to Custodial Dept.)	FHBRO
Design Review	Initiation	Contract Documents (95% Complete)	Custodial Dept.
	Informal Review/ Design	Technical Advice (Verbal or Written)	A&ES(EC)
	Formal Review/ Design	Review of Proposed Intervention Report (Staff Report on Design)	A&ES(EC)
	Decision	Letter of Decision to Custodial Dept. (Recommendations)	FHBRO

SOURCE: FHBRO

EXHIBIT 5.0

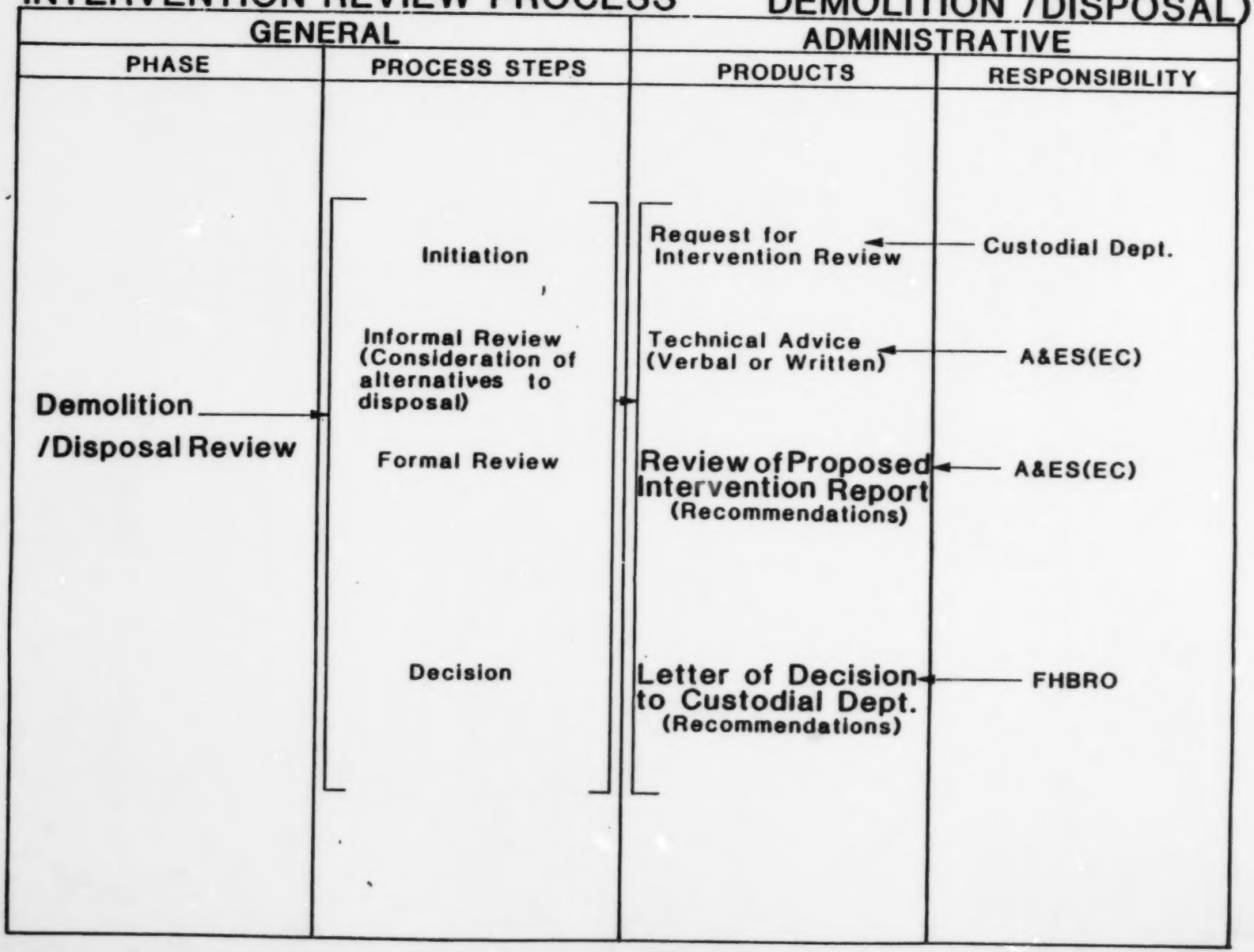
INTERVENTION REVIEW PROCESS (RECOGNIZED BUILDINGS)



SOURCE: FHBRO

EXHIBIT 6.0

INTERVENTION REVIEW PROCESS (RECOGNIZED BUILDINGS DEMOLITION /DISPOSAL)



SOURCE: FHBRO

EXHIBIT 7.0

3.9 ROLES AND RESPONSIBILITIES UNDER THE POLICY

MINISTERS OF DEPARTMENTS

Ministers of departments who have legislative authority for the management of real property are accountable for all decisions concerning the conservation of federal heritage real property.

MINISTER OF THE ENVIRONMENT

The Minister of the Environment and the Minister responsible for National Capital Commission are required to establish the criteria and to provide guidance concerning the designation of, and the degree of protection to be afforded to federal heritage property.

The Minister of the Environment is responsible for approving the heritage designation and for timely resolution of differences of views concerning the designation of heritage buildings that may arise between custodial departments and the FHBRO.

DEPUTY MINISTER OF THE ENVIRONMENT - CHAIRMAN OF THE NATIONAL CAPITAL COMMISSION

The Deputy Minister of the Environment and the Chairman of the National Capital Commission will, on the advice of the FHBRO, notify responsible Deputy Heads at the end of each fiscal year, of any unresolved issues regarding intervention in or designation of heritage buildings.

CUSTODIAL DEPARTMENTS

Departments must consult with the FHBRO regarding the designation and protection of heritage property under their jurisdiction. They will also provide data for the Register of Federal Heritage Property.

SECRETARIAT OF THE FHBRO

The Secretariat is the coordinator of the Federal Heritage Review process and the point of contact for custodial departments. It draws on the services of the Architectural History Branch in Environment Canada and of the Restoration Services Division of Public Works Canada, as required.

ARCHITECTURAL HISTORY BRANCH - EC

The Architectural History Branch participates in the identification and evaluation of heritage property. It prepares background historical building reports for all properties to be evaluated by the FHBRO. The Branch may also get involved in the Review of Intervention phase.

HERITAGE CONSERVATION PROGRAM-PWC

The Division provides professional and technical services in support of design and recording in both the Designation and Review of intervention phases.

TREASURY BOARD

The Treasury Board is responsible for the management framework related to real property within the federal government, for setting the policy and ensuring that proper guidelines are in place.